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ABSTRACT

A party of vocational educators from the United Kingdom (UK) traveled to the Federal Republic of Germany (FRG) to observe the nature and scope of vocational counseling and guidance in that country. During their study, the observers focused their attention on the problems of the transition from school to working life; arbeitslehre, or education about work that typically takes place at the secondary level; vocational orientation, counseling, and placement; special needs; and questions about national and cultural differences between the UK and FRG. The observers found that vocational counseling and guidance services in the FRG are quite effective. They attributed this effectiveness to various factors, including the clear political commitment at all levels to the coordination and provision of education and training, the close coordination of employees and educators, and the threat of a training levy to enforce clearly agreed objectives. Based on these observations, the investigators made recommendations calling for the establishment of a national body to bring together employers, unions, educational administrators, and teachers to establish training aims and objectives as well as proposals for their implementation. (Appendixes to this report include disscussions of the educational system in the FRG and cooperation among schools and vocational guidance services there.) (MN)

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VOCATIONAL COUNSELLING AND GUIDANCE IN THE FEDERAL REPUBLIC OF GERMANY

The report of a visiting party

Edited by Dominic Clarke and Russ Russell

CONTENTS

		Page
	Preface	3
I	Introduction	5
II	The Problems of the Transition from School to Working Life	7
III	Arbeitslehre	9
IV	Vocational Orientation, Counselling and Placement	15
V	Special Needs	24
VI	Questions about National and Cultural Differences	28
VII	Recommendations for Consideration in the UK	33
Appendix A	The Educational System of FRG	35
B	Co-operation Between Schools and Vocational Guidance Services	42
C	Notes	47
D	Glossary	49
E	Names of Party, Process of Writing	53
F	Visits and Meetings	55
G	Further Reading and Bibliography	56

PREFACE

This report is made by a party of practitioners in Vocational Guidance and Counselling from the United Kingdom who visited the Federal Republic of Germany in March-April 1981. The visit was organised by the Further Education Staff College - FESC - (Coombe Lodge) as one of a series of visits being planned and co-ordinated jointly by the FESC and the British Council at the request of the Department of Education and Science. The main travel expenses are being met by the Central Bureau for Educational Visits and Exchanges, while the main administrative expenses are being met by the British Council.

The United Kingdom - UK - and the Federal Republic of Germany - FRG - have similar industrial structures, comparable populations, and broadly similar patterns of vocational education and training, youth unemployment and ethnic minorities. There are constitutional, organisational and financial differences between the two vocational education and training systems but they both share the characteristic of having a dispersed pattern of authority which makes change slow and necessitates that change is made by agreement and is frequently developmental rather than radical.

It would seem therefore that the British can gain most in any comparative study of UK and FRG from developing an understanding of how the German system works in terms of the motivation and attitudes of its young people towards mobility, industrial co-operation and the quality of their work and social participation. In other words it is in the content and process of the German approach that the British interest principally lies. Attention is being paid to attitudes of employers, trainers, trade unions and of the wider society to the young people because that can also provide understanding of the sources of the attitudes.

The visiting party was selected from a list of nominations in order to give an appropriate mixture of types of responsibility and experiences for the study topics in mind. Further details of the visiting party and of the process of writing the report are given in Appendix E to this report. Although the visiting party was briefed before leaving for FRG none would claim to be an expert on FRG and therefore the group relied heavily on what they were told. Thus the ideas, information and views received by the group were defined by the particular select and short programme of visits (set out in Appendix F to this report). The report is presented acknowledging the limitations in such a process.

This report has been written in such a way as to try to minimise detailed structural descriptions of the institutions and systems in FRG. Readers unfamiliar with the system in FRG may therefore like to read Appendix A to this report before embarking on the main text. A full glossary of terms and abbreviations is contained in Appendix D.

The party presents this report and its recommendations for consideration and gratefully acknowledges the immense assistance and generous hospitality of the host institutions in the Federal Republic of Germany. The report does not necessarily represent the views of any of the institutions mentioned above, or the institutions from which the party was drawn.

PREFACE TO REVISED EDITION

Since this report was made a lot has happened to vocational education in the UK and this project has continued to make other detailed studies of the FRG. This revised edition of the report has been produced as a consequence. The original texts and recommendations are left substantially as they were with only minor corrections except that Section II is wholly new and has been added to clarify the relationships between the various programmes. The Appendices, Notes and Bibliography have all been updated to take account of the new situation.

Russ Russell
September 1983

I INTRODUCTION

1 There are considerable structural differences between the educational system of the Federal Republic of Germany - FRG - and that in England and Wales - E & W - . The constitution of FRG places the responsibility for education firmly with the Länder (the component states of the Federal Republic). The chief organ of co-ordination of the policies of the eleven Länder is the Ständige Konferenz der Kultusminister der Länder - KMK - (Standing Conference of Education Ministers of the Länder). The constitution also guarantees to the citizens of the Federal Republic free movement and right of residence and work where they choose. The KMK has interpreted its responsibilities in this context as requiring each Land to voluntarily conform to the agreements freely made in the KMK. Agreement to change is often slow, but the result seems to be that agreements once made are adhered to and adequately resourced. Further details of the educational system of FRG are in Appendix A to this report.

2 In the early days of the Federal Republic the desire to establish the right of the citizen to freely choose his occupation led to the reservation of vocational counselling to the Bundesanstalt für Arbeit[1*] - BFA - (Federal Labour Office), an organisation governed at Federal and local levels by committees on which government, employer and trade union representatives sit in equal numbers. The BFA has for its part kept a rigid separation between its vocational counselling and job placement services ensuring they are always carried out by separate personnel.

3 Vocational guidance at the transition from school to work creates special problems. In 1971 a key 'outline' agreement was made between the BFA and the KMK (this is contained in Appendix B) and this has allowed BFA to conclude more detailed agreements with each Land. Each Land has agreed to provide an adequate background for vocational counselling and career choice for young people in the last two years before they leave school. The German title for the various curricular provision is Arbeitslehre (Learning about the World of Work)[2]. The BFA has agreed to provide material to schools and co-operate actively with school authorities and individual schools.

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*all notes are in Appendix C to this report.

4 The brief of the visiting party was to investigate Vocational Counselling and Guidance at the transition from school to work. The group throughout kept as its main focus those young people who leave school at the minimum age and also looked at the vocational training system entered by such young people - usually known as the Dual System. Further information on the Dual System is in Appendix A to this report.

5 The relationship of Vocational Counselling to other aspects of policy concerning the transition from School to Working Life, and the structure of this report is elaborated on in Section II of this report.

II THE PROBLEMS OF THE TRANSITION FROM SCHOOL TO WORKING LIFE

6 All West European countries have faced problems deriving from the rise in the number of young people entering the labour market between 1970 and 1982, at a time when the economy was hesitating in its overall provision of employment and simultaneously demanding more of those it employed. The Federal Republic of Germany has responded with six specific sets of measures.

ARBEITSLEHRE

7 Arbeitslehre, or learning about the world of work, has been developed as a specific component in the curriculum of the Hauptschulen. By re-designing and re-grouping certain subjects, and by curriculum development and re-orientation of the teachers, the authorities in the FRG, and in particular the KMK, have been trying to better prepare young people for work.[3] (See also Section III to this report and Number Seven in this series)

VOCATIONAL GUIDANCE

8 The Bundesanstalt für Arbeit has the sole legal responsibility for giving vocational counselling in the Federal Republic. There has been difficulty therefore in integrating this activity to the schools, but, as a result of agreement between the KMK and the BFA, vocational guidance has been improved, strengthened, brought more firmly into the schools and linked closely to the Arbeitslehre programme. At the same time multi-media open-access Vocational Information Centres have been established for pupils and parents alike. This is the main substance of the report, but in particular Section IV.

BERUFSVORBEREITUNGSJAHR - BVJ

9 The BVJ, or Vocational Orientation Year, has been developed because, despite the above measures, many young people leave school unprepared for work or apprenticeship. This is particularly true of young recent immigrants from rural backgrounds where little German is spoken. The Vocational Orientation Year, as well as other specific measures for vocational and social integration, are to provide for such young people. Courses are one-year full-time, usually cover two or more very different trade areas, and are frequently provided by charitable organisations using state funds. Similar provisions are also made and are generically known as "special measures for the social and economic integration of young people". (See also Section V of this report)

BERUFSGRUNDBILDUNGSJAHR - BGJ

10 The BGJ is different from the BVJ. It is a basic foundation year designed to be a first year training appropriate for all of a group of the 460 or so defined trades. The design intention is to provide both a better general education and vocational grounding for the young by seeing the commonality of certain basic skills and knowledge. It is to prepare, or lay foundations, for job or work change inevitable in a changing technology. It is regarded with suspicion by employers used to trade-specific training. Although theoretically available in full and part-time form (in co-operation with employers) only the full-time form has expanded, but largely as a 'holding pool' for those unable to obtain apprenticeships. This has served to raise the levels of suspicion in which the scheme is held. (See also Numbers One, Three, Eight and Nine of this series of reports)

APPRENTICESHIPS

11 The biggest programme of all has in a way been the simplest. As a result of big campaigns from the Bund (Federal Authorities) and the Kuratorium[4] the number of apprenticeships offered by employers has increased faster than the age group coming forward over the last eight years. This has been partly an aspect of social policy and partly a conscious stock-piling of skilled labour for the period after 1986 when the number of young people coming forward will fall very low. (See also Numbers One, Three, Eight and Nine in this series)

SPECIAL EDUCATIONAL NEEDS

12 As the pressures on the labour market increase so it becomes more difficult to integrate young people into the labour market as productive workers. In this circumstance the Bund has expanded its support in this area. (See also Section V of this report and Number Six in this series)

The remainder of this report is organised as follows :

Section III	Arbeitslehre : some examples of provision
Section IV	Vocational Orientation, Counselling and Placement: examples and patterns of co-operation
Section V	Special Needs of Minority Groups : policies and provisions
Section VI	Questions concerning National and Cultural Differences are raised to lead in to
Section VII	Recommendations

III ARBEITSLEHRE

13 The Arbeitslehre programme is becoming an essential element in the work of vocational orientation for students of statutory school-age in the Hauptschule (Secondary Modern) and the Gesamtschule (Comprehensive School).[5] Arbeitslehre is a term meaning 'learning about work' and is used as a generic term to refer to the various curricular provisions made in the Länder.[6] The aims and objectives of Arbeitslehre were defined by agreement between the Länder in July 1969. They are:

> *to impart insights, knowledge and abilities in the technical, economic and socio-political sectors which constitute essential elements in the basic education of every citizen;*
>
> *to provide new impulses for co-operation;*
>
> *to provide assistance in choosing an occupational area and preparation for choosing an occupation, but not to provide vocational training itself.*

The agreement divides Arbeitslehre into three areas or phases:

> *a general orientation on the industrial and working world;*
>
> *the development of 'work habits';*
>
> *choosing an occupation.*

ORIENTATION PHASE

14 Practice varies from Land to Land. Two different schemes were visited: one in a Gesamtschule in West Berlin and the other in a Hauptschule in Stuttgart, Baden-Württemberg. Discussions were also held on the scheme in Rheinland-Pfalz with officers from the Ludwigshafen Arbeitsamt (Local Office of the BFA).

15 In both schemes visited the orientation phase began in the seventh grade and was allocated five hours a week. In the Baden-Württemberg scheme, known locally as Arbeit-Wirtschaft-Technik - AWT - (Work, Economy and Technology), the orientation phase covers technical studies, domestic and social care, and commercial economics and is designed for the lower half of the overall ability range of the age group.[7] Technical studies is a mainly practical course designed to familiarise students with materials and other aspects of manufacturing industry. Domestic and social care includes practical elements of home

management and some study of the social and caring services of society. Economy includes finance, budgeting and consumer affairs, law and civics at a level suitable to the pupils' understanding. Pupils follow all three courses in the seventh and eighth grades, but in the ninth grade they take economics and only one of the other two. The choice is meant to reflect their prevailing occupational interest and, not surprisingly perhaps, the groups tend to be almost entirely single sex. It seems that a pupil would need to be extremely well motivated and courageous to cross the sex-stereotyping boundary.

16 The major problem with the Baden-Württemberg scheme which was identified by both teachers and the Land's curriculum development unit - Landesstelle für Erziehung und Unterricht - LEU - was the lack of industrial background of the teachers and the single subject specialisation of their own initial training. As a result it is not possible for a teacher to teach to the required standard across the whole range of AWT.

17 In part, the problems of co-ordination this raises are dealt with by regular departmental meetings, whilst the problem of the lack of preparedness in initial training is overcome slightly by the availability since 1975 of teachers trained to teach the AWT but, more importantly, through an in-service training programme of a residential two-day course for each teacher every year. The LEU has the further aim of releasing every teacher for six months every five years. In addition every Hauptschule and Berufsschule teacher visits each other's institution at least five times a year.

18 This considerable commitment of resources to train the 1,400 Hauptschule and 600 Berufsschule teachers is complemented by a further provision for each school to have someone with timetable relief to act as a contact for industry and parents. The support services of the LEU include thirty inspectors/advisers and a budget for 1981 of 100,000 DM for the development of materials and 500,000 DM for special projects. The scale of the Land's commitment of resources meant that there had been few problems when schools were initially persuaded to develop AWT. Nor are there problems for the continuation of AWT caused by lack of esteem for the course by teachers and pupils. Indeed both the LEU and the teachers reported that AWT enhanced their career prospects.

19 The positive attitudes of both the schools and the Land towards Arbeitslehre was equally in evidence in the Berlin Gesamtschule visited where the programme was even more deeply embedded in the overall curriculum. In Berlin the programme is compulsory in the seventh and eighth grades and optional in the ninth and tenth, and is taught in mixed ability groups across the ability range. However, the ability range is not fully comprehensive in that the Gesamtschule attracts only about a quarter of the students in the top twenty per cent of the overall ability range: the remainder of whom are still educated in the Gymnasium (Grammar School). Furthermore, those pupils who aim to gain an Abitur (University Qualifying Certificate) from the Gymnasium after the age of sixteen have

to drop the subject at the end of the eighth grade in favour of studying a second foreign language. In general the course catered largely for the Hauptschule and Realschule (Technical School) ability ranges and only partly for that of the Gymnasium.

20 The compulsory first year includes modules of cookery and nutrition, dressmaking, electronics and mechanical technology, which are followed as options within the programme in the eighth grade. Alongside this optional element is a compulsory core of typewriting, office practice, technical drawing, economics and commerce and consumer affairs. In the final two years the specialised study of these components is fully integrated with education in life and social skills, careers counselling, and industrial visits and work experience organised in co-operation with Berufsinformationszentrum - BIZ.

21 The most striking aspect of the Berlin Arbeitslehre lies not in its content but in the total integration of the varied elements in the actual classroom process. For example, the group observed a ninth grade woodwork class. The students had to produce a portable technical drawing board. They began by costing the project along commercial lines, working from industrial design patterns. They then had to divide themselves into a production team to evolve the most efficient way of manufacturing the project to a very high standard of finish. At each stage the students had the advice of a Meister (Master Craftsman)[8] working alongside the teacher, who in turn drew out the theoretical aspects.

22 In addition the students also had direct access to social workers who are part of the staff of the school and who also teach a course in citizenship. Similarly, at each stage the pupils were able to refer to a large careers resource unit in the vocational counsellor's office which is in the same area of the school in which Arbeitslehre is taught. When the counsellor is not in school the students can either make an appointment for the next visit or they have direct access to the BIZ.

23 The success of the Berlin scheme seemed to rely to a far greater extent than in Stuttgart on the resources of the school. Although the external support systems in Berlin were on a much smaller scale than in Baden-Württemberg, because of the local political commitment to comprehensive education the Berlin Gesamtschule was equipped with first-class workshops, a fine library, a magnificent audio-visual centre and a custom-built and well resourced departmental base for Arbeitslehre.

24 Much of the responsibility for the school's industrial links appear to fall upon the Head of Department. He is clearly strongly supported by the BIZ and his own Meister, but there was regret at the lack of initial and in-service training in Arbeitslehre and the lack of direct industrial experience. Also, although social workers are part of the school staff there are tensions between them and tbe better paid teaching staff. Nevertheless they are recognised as being essential in

linking home, school and placement for students from a deprived or problem background.

25 The fundamental strength of the Berlin experience lies in the broad range of final specialist options, from plastics to computers, integrated closely with academic teaching, vocational orientation and work experience, the teaching of life and social skills and vocational counselling.

WORK-TASTING PHASE

26 Within the AWT or Arbeitslehre programme is the opportunity for students to take part in two work visits and later in a practical placement affording a short period of work experience. The work visits are intended to be of general interest rather than specifically vocational. For example, a class of thirty or more may visit a mechanical engineering firm but only a proportion of those pupils would be interested in engineering as a career. The practical placements, however, do where possible reflect the vocational interest of the student and range from a half day to three weeks in duration. The class visits may last less than one hour and if sufficient industrial or commercial concerns are not accessible then vocational training schools are used instead. As with practical placements the visits are initiated and controlled by the BIZ or Arbeitsamt.

27 With regard to the practical placements it is interesting to note two comparisons with work experience schemes as practised in England. On the whole the policy of most English school-based work experience has been to emphasize the educational and, to a lesser extent, the motivational and vocational objectives of such schemes. The Department of Education and Science Circular concerning work experience provides the official English view that the principle which should underlie any work experience scheme is that pupils should be given an insight into the role of work, its disciplines and relationships. This has generally been interpreted to mean that the young person needs to be placed in a real working situation to experience at first hand the full flavour of such an environment.

28 The nature of the system in the Federal Republic, with its more extended phase of entry to employment, has in some cases given rise to an additional objective for the practical placement experience, namely an experience of training. This appears to mean, for example, that in larger firms, whereas commercial placements can take place in an actual work setting, industrial placements may well be located in a training workshop environment with little or no contact with the real work task. Smaller concerns, however, do locate young people on placements as near to the actual job task as possible, although legislation and safety concerns provide similar barriers to a 'real' experience as they do in England.

29 Legal constraints was a reason quoted by one Meister, with training workshop responsibility, for the lack of real contact with the working environment. The Meister further commented that such shop floor contact would not be feasible if, for example, it required the young person to spend more time standing on two feet than he or she was used to. *"These young people"* he added *"need to sit down more often"*; a comment which might well be used in the English context as a reason to include work experience so as to promote a greater awareness of the demands of employment.

30 It is interesting to note that in the same company, but at management level, a complaint was voiced regarding the vocational information students receive (in this case specifically on mechanical engineering) and that the students were not made aware of the more arduous tasks and the less pleasant but very necessary functional details of the job. It is tempting to suggest that with regard to practical placements this is an 'arrangement' with which the company seemed willing to collaborate.

31 A second comparison is the degree to which such placements are linked to the recruitment and selection process for the company concerned. For employers who can regularly expect five times as many applications as they have vacancies in any one year there may be less need for 'talent-spotting'. Companies in less favoured or more competitive situations appear to make more use of the practical placements for their own particular recruitment needs. This was explicitly stated at one firm where employment preference is given to students who have undergone successful placements at the company, and who have shown themselves to be of an acceptable standard. From an individual perspective this practice[9] is probably most beneficial for Sonderschule (Special School) pupils who are able to demonstrate their aptitudes and practical abilities in a very real manner and thereby avoid or reduce the problems associated with written selection tests.

32 One result of giving preferential treatment to pupils who have had placements is that it does limit the number of schools providing new recruits to the company, but does allow and encourage the formation of informal links between these schools and the company. The links are informal in the sense that the Arbeitsamt is not involved and in that firms do not appear to be officially encouraged to establish formal links. It is as a result of such contact that some schools have responded to comments from employers regarding the standards achieved by school-leavers, and have been prompted to include special mathematical work in the final school year.

33 The evidence for links between practical placement used as an employer's pre-selection device and its location in a training rather than work-place setting may be somewhat tenuous to pursue. However, one could well envisage a situation whereby an employer keen to check out the quality of possible recruits would wish to do so in an environment which would be, at least in the short term, the main location for work tasks. Likewise

with the majority of people leaving secondary school and moving into in-house vocational training and at the same time attending a vocational school on a part-time basis then the individual's need for a wider interpretation of 'work experience' becomes apparent. In this context it should be appreciated that in some large industrial concerns the total apprentice training period of up to three years may take place in training workshops with little direct contact with the main labour force or real work task.

CHOOSING AN OCCUPATION

34 The role of the school in this phase is best dealt with in conjunction with the vocational counselling services of the BFA. These are described in Section IV of this report.

CONCLUSION

35 The Arbeitslehre provides the major school initiative in the formal vocational guidance area. However, it is effectively confined to the Hauptschule and the Gesamtschule. The Länder have the authority to introduce it in the Realschule and the Gymnasium but problems ranging from weightier academic traditions to teacher training have proved a resistence to innovation. Where the programme is developed the interpretation of its aims are probably as varied as the number of actual programmes. However, in the programmes encountered by the visiting party the attitude of all the young people encountered did suggest an approach based on responding to individual needs.

36 The Arbeitslehre experience proved that many of the anxieties to be found in Britain with regard to the maintenance of academic rigour and professional expertise can be satisfied in an integrated course of vocational orientation. Such a course can be complementary to the work of the school as a whole and, it is claimed, improve the motivation of students in mathematics and other discrete subject areas. Crucial to the co-ordination of what had been discrete areas of the curriculum is the provision of resources and support services by the Land and the central authorities. There is a chain of acceptance from teachers to employers, to unions, to education authorities, which leads from the initial decision to properly plan and resource this crucial programme of preparing young people to enter the dual system of vocational education and training. Without that act of political will it seems unlikely that such diverse interests could be effectively integrated and successful results be achieved by the school system.

IV VOCATIONAL ORIENTATION, COUNSELLING AND PLACEMENT

BUNDESANSTALT FÜR ARBEIT

37 **The most significant organisation concerned with young people's transition from school to work is the Bundesanstalt für Arbeit. It is a self-governing Federal body with a very broad remit, imposed by Arbeitsförderungsgesetz (Employment Promotion Act) of 1969, which covers the following functions:**

vocational guidance

placement

promotion of vocational training

vocational rehabilitation

benefits for the creation of employment

unemployment benefit and bankruptcy compensation

vocational and labour market research.

38 **Enshrined in the Grundgesetz (Basic Law or Constitution) of 1949 is the right of every individual to choose freely his or her occupation and place of training. It is not difficult to see the historical significance of this constitutional guarantee. Central direction of labour was an integral part of government policy in the National Socialist era. Protection of this right was seen to be an important role of the BFA by the officials the group met.**

39 **However, the need to incorporate certain degrees of synthesis or to compromise between the needs of the individual and of society can be gleaned from the following extracts from a section of the BFA's own English publicity in which the principles of vocational guidance are described:**

"Vocational guidance takes into consideration both the special influence of a person's occupation on his social and economic position and its contribution to the efficiency and growth of the economy as a whole."

And later:

"If it appears necessary, the importance of a certain occupation is subordinated to general economic and social standpoints. But in no case is any pressure put upon an applicant to choose a certain trade or course of training." [10]

In its approach to vocational guidance and the services it offers to young people the BFA recognises four clearly defined though interdependent stages. Each stage corresponds to a range of tasks calling upon the expertise and services of professional helpers.

40 The first stage is one of obtaining information in which pupils are helped to prepare themselves for an occupational choice. This is developed through vocational orientation sessions. The next stage of decision making is facilitated through individual vocational counselling. In the third or implementation stage the decision is carried through by the use of the placement service, and then finally the financing required for any particular career is supported by various training subsidies or allowances.

CAREERS MATERIALS AND INFORMATION

41 The BFA have produced a range of resources for use during the vocational orientation stage including occupational and training reference material, pupils' work-books, magazines and planning posters. On the whole the items we looked at were of a high standard and, apart from one or two close-typed text-book examples, appeared to be well designed for their intended audience.

42 Many items are graded for the various schools, e.g. Hauptschule, Realschule, and some of the material is designed specifically for physically and mentally handicapped children and their parents. These include items in braille with accompanying notes for parents. Other items are available in Greek, Turkish, Italian, Serbo-Croat and Portugese in an attempt to involve the migrant worker and his children. In addition to books and other printed material there are films, audio-visual packs and games for use in the orientation phase.

43 Some employers are not entirely happy with the official publications and some claim that they fail to reflect the reality of particular trades or professions. Employers and the professions are free to produce their own careers information and recruitment material, but before distribution it must be approved by the BFA. There appeared to be very little in circulation, perhaps because of difficulties in satisfying the BFA's criteria, especially of objectivity. School-leavers seemed more likely to acquire this on work visits, though in one of the firms visited there seemed to be little enthusiasm for it. This may be explained, however, by the favourable recruitment position which the firm enjoyed.

BERUFSORIENTIERUNG (VOCATIONAL ORIENTATION)

44 It is with the first stage of vocational orientation that the true nature of the co-operation between the school and

employment authorities is tested. This vocational orientation is essentially an attempt to increase the pupils' awareness of the various training and employment opportunities available, their demands and requirements, development and prospects, together with an exploration of individual's abilities, values and needs which may influence job choice and job satisfaction.

45 This phase begins in school two years before the minimum leaving age. The contact time is at least two double sessions and is conducted by a careers counsellor in the presence of a class teacher. It is intended that this phase and the Arbeitslehre programme complement each other but, as noted earlier, Arbeitslehre has not so far been developed in the Realschule or Gymnasium. Consequently, the work-books and other materials are less likely to be used by Realschule and Gymnasium pupils.

46 About half the pupil population attend the Hauptschule. Four options face the Hauptschule pupil upon reaching the minimum leaving age:

to take up an apprenticeship in the Dual System;

to transfer to a Realschule or, very exceptionally, a Gymnasium;

to enrol in a full-time course at a vocational school;

to seek unskilled employment.

A pupil wishing to consider any of the first three must obtain the Abschluss which is the 'qualifying' leaving certificate.

47 About a fifth of Hauptschule pupils fail to secure this and are consequently issued with an Abgangszeugnis, or non-qualifying leaving certificate. This records completion of the legal requirement of school and the actual grades achieved in each subject. Most of these pupils, including many immigrant children with linguistic problems, seek unskilled employment.

48 The vocational and educational training system is outlined in the group sessions, and the value of training through an apprenticeship is stressed. The role of the guidance phase is emphasised and because not all school-leavers will use the counselling service, an attempt is made to familiarise students with the steps which will ease the transition from school to work. The statutory requirement for medical examination is explained; the importance of contacting local employers; the evaluation of local opportunities; the implications of signing a training contract; coping with interviews; all these matters are dealt with also.

49 In addition to these contacts by vocational counsellors and contributions from Arbeitslehre, other activities are provided to stimulate interest in occupational choice. Many local offices of the BFA offer a series of lecture programmes covering a range of trades and professions presented by representatives who are actively engaged in the occupation in question, and this activity is supported by various film

showings and visits to individual companies and factories. Effort is also directed towards parental involvement and evening meetings are arranged by local offices of the BFA at which counsellors can present information and talks with parents.

51 The BFA recognises that the orientation stage is most effective when there is full co-operation and co-ordination with the school and to this end a number of pilot schemes are in progress where additional resourcing has allowed counsellors to spend more time in the schools, with a greater degree of pupil contact and more opportunities for liaison with school staff.

51 Such schemes have not always been readily accepted by class teachers, and problems associated with professional integrity and feelings of inadequacy have arisen, notwithstanding the official commitment to such a co-ordinated programme. The only remedial action that was mentioned in this context was the importance of working closely with the senior staff at a school to ensure effective liaison. Another initiative in this area has been the joint training of teachers and counsellors under BFA auspices.

52 A major development of recent years has been the establishment of several Berufsinformationzentren - BIZ - which are open-access, multi-media resource centres offering a variety of printed and audio-visual packages of vocational information. Two such centres were visited: in Berlin and Ludwigshafen (Rheinland-Pfalz). Similar centres are under construction or planned for all centres of population of 200,000 or more, and mobile centres are being provided for rural areas.[11]

53 It was evident in Berlin that some of the audio-visual equipment was reaching the end of its working life and was in need of replacement. However, the financial resources were not available to do this and it must be questioned whether there will be adequate continuing resources available to support the very ambitious expansion planned elsewhere in the Federal Republic.

54 Pupils have right of access to those centres during school time and as a result the opportunity of taking a day off school to visit a centre may provide a very attractive stimulus for them. In Berlin, organised class visits to the BIZ were a normal part of this phase, although understandable difficulties were encountered in organising this because of the number of classes involved.

BERUFSBERATUNG (INDIVIDUAL VOCATIONAL COUNSELLING)

55 Individual counselling represents a major investment of time and resources on the part of the BFA. Most counselling takes place at the local offices or the new BIZ but some is now being offered in schools. In Berlin, for example, a counsellor

visited a Gesamtschule every Thursday and pupils could book appointments for themselves on a list posted on the door of the counsellor's office there.

56 An important feature of the usual office-based counselling interviews is the appointment system. In theory at least there is no such thing as a drop-in service. Anyone seeking an individual personal discussion needs to contact the local BFA office for an appointment date and time. In fact one of the career work-books produced by the BFA includes a postcard requesting such an appointment so an initial personal visit is not required.

57 The normal wait between arranging an appointment and the face-to-face meeting is around four to six weeks which for a response to a personal request, and therefore one assumes a recognised need, seems rather extended. However, in BFA terms this procedure is seen as having a number of advantages, notably that arranging for a certain period of time to be set aside at some future date ensures that the counselling session is guaranteed that time allocation (normally one hour) and will be undisturbed irrespective of other demands. The delay is also seen as useful in allowing parents to make the necessary arrangements to participate in the interviews.

58 The distinction between counselling and placement interviews is reinforced at this procedural level, since as well as being of a shorter duration the placement interviews are available immediately on request and a 'placement' counsellor as opposed to a 'vocational' counsellor is on call at all times with no appointment list. This had led to some blurring of the distinction between counselling and placement since young people aware of the 'here and now' access of placement counsellors request such an interview only to move the agenda to a more general one of checking out various vocational options. An example perhaps of individuals using a system against itself and suggesting that, however valid the reasons for delaying the counselling response, for some young people a more immediate response is required. Either way, four to six weeks does seem an excessive waiting period.

59 The nature of the counselling offered during individual interviews does perhaps hold some clue as to the apparent inertia regarding the waiting period. The emphasis does appear to be placed on the 'problem solving' aspect of vocational guidance. *"The purpose of the interview between vocational adviser and the person seeking advice is to prepare a decision"* states the BFA publication. Attempts to glean the format of a typical counselling interview from one vocational counsellor suggested a process of information gathering from the pupil followed by some information giving, a period of joint exploration of opportunities concluding with an end-product, the decision. In such a scheme of things the counselling offered is seen as developmental, deriving from, and not clearly distinguishable from the orientation which precedes it. Crisis counselling does not form part of this scheme and, as a longer term goal is in view, the time scale becomes less important.

60 A fairly recent innovation to supplement the individual sessions has been the introduction of group counselling in several of the Länder. The groups are formed from four to seven young people showing similar interests, meeting together with a counsellor who acts as facilitator rather than teacher. These group counselling sessions are seen as fora where young people can gain mutual support from each other, where common problems can be shared and where individuals can reflect on the experience and attitudes of others. Comments regarding group counselling obtained at Ludwigshafen Arbeitsamt were very positive. Group sessions had been in use for the past four years and had proved to be very successful; an opinion confirmed by some empirical studies that had been undertaken. The training of the vocational counsellors now includes the skills of group dynamics.

61 Comments as to the criteria used to evaluate successful group counselling were somewhat vague but centred around group work preparing the ground for, and increasing the effectiveness of individual counselling. Certainly one would expect that more informal contact with individual counsellors would indeed promote the development of a counselling relationship. A slightly different opinion was voiced by officers of the Stuttgart Arbeitsamt, where it was suggested that there was some concern amongst counsellors that group meetings veered too easily toward quasi group-therapy sessions or encounter type situations. Whether this reflected on the quality of group work training or the personality of some counsellors it was not possible to discover.

62 Individual vocational guidance represents a major investment of time and resources as far as BFA is concerned. Counselling activities will normally occupy a counsellor for at least half his working week, the remaining time being given over to teaching activities, visiting companies and factories, exchanging information with colleagues and keeping up to date with trends and developments.

63 An evaluation based on first impressions of the orientation and counselling services provided by the BFA would suggest that much good work is being done by some very committed people, but that the structure in which the work is carried out may have a significant bearing upon its ultimate success or failure. For example, when questioned about the significance to pupils of the orientation talks by visiting vocational counsellors one teacher involved in Arbeitslehre answered *"It is not significant at all"*. It would be interesting to know something about the informal guidance networks which are used by young people who, for any number of reasons, slip through the official net. It was reported that just under seventy per cent of all school-leavers take advantage of individual vocational counselling and of these about a third require two or three sessions, often the handicapped or otherwise disadvantaged young person.

PLACEMENT

64 At the conclusion of a counselling session or sessions a certificate of attendance is issued indicating the counsellor's recommendation. If the recommendation is for training in a particular area the pupil is free to use the placement service or seek his own training contract.

65 The BFA is the only body authorised to engage in placement activities. It has made few exceptions, notably in the performing arts. Placement is seen as the logical development from the orientation and counselling stages and one which provides impetus for the other. This was described by one member of the BFA central staff in the following way: *"Vocational counselling is only efficient if possible ends exist"*: the ends in question being jobs.

66 Not all apprenticeship vacancies are notified to the BFA. As mentioned previously, young people are free to secure their own positions. The result is that about three-quarters of such vacancies are notified. The BFA, in its response, deals with two-thirds of all applicants. In 1980 the number of apprenticeships nationally amounted to 697,000 compared with 669,000 school-leavers 'seeking training'.[12] There was some imbalance between the Länder and between trades. Some Länder are industrially more active than others. Some trades are more popular than others and there was, for example, an excess of would-be apprentices in the building sector but insufficient recruits for motor vehicle repair and servicing. The effect of the down-turn in the economy is creating some uncertainty for 1981. There will be 657,000 applicants for training contracts but the number of places was, at the time of our visit, still to be confirmed. It was suggested that the provision for the training levy, described in the following section, might have to be invoked.

VOCATIONAL COUNSELLING PERSONNEL

67 The vocational counselling services are staffed by more than 5,000 personnel of which nearly 3,000 are counselling officers and approximately 350 are training placement officers. The remainder are administrative and technical staff. About one fifth of the counsellors are qualified to work within the Gymnasium or the higher education sector, whilst another 300 specialise in work with the handicapped.

68 For the Land of Baden-Württemberg the total number of vocational counsellors is 453, of whom fifty specialise in work with the handicapped and fifty-three deal with more academic pupils from the Realschule and the Gymnasium. There is also a staff of sixty psychologists who deal with testing and assessment procedures. Last year this group counselled 190,000 pupils; 16,000 of these were classified as handicapped in some form and 20,000 pupils held an Abitur qualification.

69 Vocational counsellors are trained in the BFA's own professional college at Mannheim. The specialised training, which includes practical work and experience in industry and the educational sectors, lasts three years. Upon successful completion of the course counsellors are awarded the academic degree of Verwaltungswirt (grad). There are a number of methods of qualifying for entry to the college, but a common pre-requisite is evidence of some vocational work experience. This ranges from a period of one to three years depending on other qualifications. Vocational counsellors working in the Gymnasium or in higher education are usually recruited initially from graduates in economics, social or educational sciences.

70 Counsellors are expected to have a comprehensive appreciation of the nature of the training of the 450 or so apprenticeship schemes. As a means of keeping them up-to-date with information, attendance at in-service training sessions organised by the BFA is obligatory.

71 About sixty per cent of all counselling officers are women. The visiting party found no evidence of distinctive roles being defined for the sexes and in Ludwigshafen, for example, it was suggested that school-leavers could be interviewed by men or women without prior warning depending on the availability of staff at the office.

DISCUSSION

72 The most striking aspect of the vocational guidance system in FRG is that it is operated by an independent counselling service. Within the framework of careers guidance, this service is influential and makes a significant contribution to the work in schools. In Britain the best school guidance systems draw together educational, personal and vocational issues in an educative process. The visiting party regretted that it did not have enough close contact with schools in FRG either to identify good practice in personal education or to measure the degree of pastoral concern, but it was not obvious that these are necessarily seen in the same context as vocational guidance.

73 The subject specialism and definitive roles of teachers and vocational counsellors appeared to be some way behind the British situation and this may be inhibiting. It is perhaps surprising, too, to find the isolation of so much careers information from schools necessitating a journey to a careers centre, which not all pupils will be prepared to undertake.

74 The inadequacy of a forty minute careers interview without preparation has long been recognised in Britain. The interviews in FRG last barely an hour and may be conducted by a counsellor with whom the client has had no previous contact.

75 Vocational interest and choice is considered to be a

developmental process and questions remain about the capacity of early school-leavers to make rational and satisfying decisions. This may be demonstrated by the high mobility patterns of fifteen-year-olds in Britain during the days of relatively full employment. However, what must be noted is the comprehensive vocational training system to which the majority of young people in FRG are committed. The means of involving them in choice is sincere and the provision of manpower and resources convincing. Young people, too, do not appear to change training schemes with rapidity which may be a measure of its success, if not of an inflexibility in the system.

V SPECIAL NEEDS

76 In reviewing the preparation of young people for entry into the training system, it is possible to identify certain groups who either have problems themselves or who experience particular difficulties. Not surprisingly the three major groups are the children of migrant workers, women and the handicapped. It is the range of response to the varied difficulties which shows the strength and the flexibility of the system in the Federal Republic.

PROVISION FOR MIGRANT YOUNG PEOPLE

77 The range of source countries of migrants covers the whole of Southern Europe, including Turkey, Greece, Yugoslavia, Spain, Portugal and Italy and some from further afield, including 3,000 Vietnamese refugees. In addition to language problems, many of these young people have a low level of educational attainment, a significant proportion of whom are only semi-literate and semi-numerate at best and have little experience of living in a modern, industrial society.

78 The level of provision needed to prepare these young people for entry into the training system is complicated by two further factors. Firstly, the focus of provision may have to be changed at very short notice. At the present time the problem of young Turks is paramount. However, with Greece joining the EEC, within a short period of time Greeks may outnumber Turks.[13] The second problem lies in the political dimension concerning the acceptability to the Federal Republic of investing resources in training young people, many of whom will return to their homelands, especially when looking for marriage partners.

79 The solution which has been adopted is to employ a number of voluntary agencies, such as the Churches, to undertake the work. In Berlin, the visiting party went to one such institution run by the Christliches Jugenddorf (Christian Youth Village Movement). This institution prepared Turkish young people between sixteen and eighteen for entry to either the dual system or full-time courses at the Berufsschule. The one-year course began with compulsory modules in metal and woodwork, domestic science and catering, dressmaking and interior decorating. Following this introduction, a choice was made, largely along gender lines, for one of the specialist occupational areas. Employing a combination of teachers and Meister, the courses integrate skill training with the

theoretical aspects of the subject, together with language work. In the dressmaking section, for example, in the same room running parallel to the industrial sewing machines were domestic machines, and in the catering section, industrial kitchens were in the same areas as domestic facilities, thus combining an introduction to life and social skills with the main-stream course. The whole institution is serviced by counsellors from the BFA who also arrange placement following visits to the Berufsinformationszentrum - BIZ - .

80 As with other schemes, this scheme had a high degree of placing success. Nevertheless it is a highly expensive operation since, despite its five year projected life-span, it is extremely well resourced, with large workshops, modern machines and even a small hotel complex. In addition, the students themselves receive a grant of up to 450 DM a month, depending on parental income.

81 If there are economies, they seem to be in the staffing area; both teachers and Meister being salaried and working under conditions of service inferior to their equivalents in the statutory sector and employed on short term contracts only. Surprisingly, despite the provision of a language laboratory, there is no language specialist teacher. However, this is partly compensated for by employing staff who are themselves Turkish.

82 The limits of this solution to the Turkish problem are indicated in the fact that this institution accounted for 250 of the 650 places funded by Federal Authorities. Inevitably, financial limits must be placed on such an expensive programme. Also questions remain about whether the short-term nature of employment and inferior remuneration can attract staff of the right quality and whether they are able to accumulate the experience and expertise that was seen in, say, the teachers of the handicapped in the Berufsschule.

83 The contracting out to the independent sector, no doubt provides a flexible, if limited, solution to the problems of the minorities. But doubts remain, despite the standard of work in evidence in Berlin, as to whether this is the best educational solution or the best use of resources.

EQUAL OPPORTUNITY POLICIES IN VOCATIONAL ORIENTATION AND PREPARATION

84 In 1978 only 37.3% of the total number of trainees in the dual system were female. In contrast, 68.5% of the total number of students in full-time vocational courses were female. Indeed, in some sectors, such as technical training in health service occupations, the figure was over 90%. Most remarkably, 66% of the young unemployed are girls. In the face of these statistics, the Federal Government is firmly committed to equal opportunities policies enshrined in the Vocational Training Act, which includes provision for grants of up to 70% for

employers who have to provide special facilities for women: this is widely known as 'the toilet clause'.[14]

85 Through the Bundesinstitut für Berufsbildung - BIBB - (Federal Institute for Vocational Training) the Government has created new female designations for all but thirty of the 450 recognised occupations. Although the Government claims some success for its policies, progress appears slow, particularly in the statutory school sector. In both the Arbeitslehre programmes visited, following the compulsory introductory modules, overwhelmingly girls opted for domestic science and boys for the technical courses; even where boys intended to seek placement in occupational areas for which domestic science would be a better preparation, for example as chefs. This was felt to be the case in the Hauptschule, although the Landesstelle für Erziehung und Unterricht did feel there was some movement.

86 Similarly, the counsellors of the Bundesanstalt für Arbeit - BFA - saw little real change in traditional occupational choices. Indeed one female BIZ official went so far as to describe BIBB's redesignation of occupations as a 'waste of Canadian timber'. BIZ felt that the women who made a choice of a traditionally male occupation were largely exceptional individuals: the largest identifiable group being women who fail to complete university courses. In addition to problems of placement, BIZ found there are problems of acceptance by the other, often younger, trainees and that there are difficulties for these women in finding permanent employment on completing training.

87 Other than from Deutscher Gewerkschaftsbund - DGB - (German Federation of Trade Unions), the most positive reaction to the Federal equal opportunities policies came from the Handwerkskammertag (Federation of Chambers of Craft) which recognised the long term value of these policies. In part this may be explained by the fact that in general many handicraft apprenticeships are less popular than those in industry, and hence less likely to attract applicants of a high calibre.

88 Clearly, part of the motivation towards equal opportunities lies in the demand to increase the quality of entrants into the dual system and to make up the numbers and quality in the less popular factors and includes research into the suitability of text-books used in schools and the broad provision of creche and nursery school facilities for working mothers. Although it may be an up-hill battle against deeply entrenched attitudes, the Federal Government is laying material base for long-term change.

THE HANDICAPPED

89 Inevitably, the nature of handicaps varies considerably: nevertheless the general principles of provision are the same. Following graduation from the Sonderschule (special school) at sixteen, the student will normally enter a one year course

based at the Berufsschule, designed to prepare him or her for entry into the dual system or further full-time courses. The one-year course not only develops manual skills to a very high order but also aims to train the student in the disciplines of adult life by insisting that the student follows a regime that is as close to that followed in industry as possible, with strict times and high quality requirements.

90 It is in the instilling of very high standards that the success lies in terms of placement and the confidence of industry in accepting these young people. The Group visited a class consisting mainly of former Sonderschule pupils in a Stuttgart Berufsschule where all but one of the boys had placements in March for the following September. The single individual was also expected to find work as a postman.

91 The quality of the work seen was largely the result of the close relationship the boys have with the Meister with whom they spend most of their time. The Meister was not only able to inspire a high degree of self discipline and skill, but also through his informal contacts with industry find appropriate placements within the dual system due to his own broad industrial experience. Had he needed it, the Meister also had the support services of the BFA.

92 This was perhaps for many of the visiting party the most inspiring part of the visit. Young people who in Britain would have been reduced to menial, unskilled work or sheltered workshops were fully able to enter the skilled labour market. These handicapped students showed that, given deeply committed and experienced staff, they could fully meet the demands to be made upon them in industry.[15]

VI QUESTIONS ABOUT NATIONAL AND CULTURAL DIFFERENCES

PREAMBLE

93 It is necessary to observe that the limited number of visits gave very few opportunities to meet and talk with the politicians who in the end make the policy decisions. Opportunities to converse with young people, and their parents, were few. The group's discussions were in the main with experienced officers who were clearly accustomed to our lines of questioning and on most occasions had ready answers.

The further questions described below should, therefore, preferably be addressed to both professional people within the system and also to politicians.

94 Further questions at national level about the dual system and vocational guidance and counselling need to be preceded by some questions about the Federal Republic's economic policy to which they should make an essential contribution and also upon which it in turn depends for support.

THE ECONOMY

95 There appear to be some constitutional restraints on wide-scale manpower planning and a consequent tendency for the system to produce qualified people in some skilled occupations in numbers in excess of the jobs available. Will there be greater economic and other pressures in the future which will require more control over the training provision in order to achieve a closer balance with the jobs available in specific occupations?

96 There is a general recognition that the Federal Government places a high premium on training as an essential prerequisite to prosperity and the maintenance of successful and adaptable businesses.[16] Financial pressures have been brought to bear upon industry and business to create adequate training places, particularly to meet the high number of young people in the school-leaver age group between 1974 and 1984. Can and will the Federal Government continue to be successful in this objective?

97 Estimates vary of the numbers who may face unemployment by the end of the decade. As a result of the population 'bulge' staff at one organisation visited suggested that a further one million jobs would have to be created. At the same time there is at

present a shortage of skilled people in some areas of industry. How is the Federal Government planning to ensure that sufficient suitable jobs will be available particularly for those young people who successfully complete their training?

98 The special education problems of young immigrants who have left the secondary stage have been made the responsibility of certain voluntary organisations who receive generous financial help from the Federal Government. There appears to be little provision aimed specially at unemployed young people. If the problems of unemployment grow, however, and there remain large numbers of immigrant young people within the population, is it consistent with the traditions of the dual system that such young people should be catered for by voluntary organisations?

99 There are signs that the resources available to the education service and to the vocational guidance services are being subjected to restraint. Are the respective political masters confident that adequate financial support will be maintained in the future?

THE DUAL SYSTEM

100 The dual system is facing pressures and difficulties. It has demonstrated in many ways that it has largely been able to respond to the challenges presented by economic expansion and also the effects of the rise in the birthrate. Can the system, however, deal adequately with at least some measure of economic recession and the dramatic fall in the birthrate? Can it also keep in step with the pace of technological development?

EDUCATION

101 As with many decentralised systems there are opportunities in FRG for Länder to develop particular strengths in their education service without the risk of interference from Federal level. As partners in the dual system, however, there is evidence that education suffers from lack of consistency of standard of provision.

102 The national control of the training system brings out in strong relief the inconsistencies of the related educational provision. The root of the problem lies in the fact that the education service is a responsibility of the Länder and not of the Federal Government. The Ständige Konferenz der Kultusminister der Länder - KMK - with its status as "an unregistered club for Ministers" attempts to achieve concerted policies and action between the Länder. Is it not, however, the case that the KMK has to depend to a considerable extent on persuasion and influence rather than power, with the result that there is a lack of cohesive policies in the Länder in terms of the organisation of schools and curriculum development?

This position is further weakened through the absence of a national and independent inspectorate of schools.

103 There are many projects in schools in Orientierung in Berufsfeldern. These projects are receiving a high degree of commitment from the schools, school authorities and institutions concerned with curriculum development. Are these projects, however, accepted by industry as being effective and do they offer worthwhile work experience? There is some doubt in industry about such provision on the grounds that teachers in schools may lack adequate industrial experience. Länder will have to continue to develop their partnership with both sides of industry in these projects.

104 Experiments in vocational preparation based in the Berufsschule are helping many young people from the Hauptschule to improve their motivation and performance. Would not the standing of the Berufsvorbereitungsjahr be enhanced if the system were to allow it to be accepted as counting towards the required period of training?

105 Some of the major questions regarding the education system relate to the dominating status of the Gymnasium in which vocational orientation is of little significance. Other types of school appear to be regarded as inferior alternatives and they will, therefore, suffer in respect of recognition within society and the associated disadvantages in the recruitment of teaching staff and claims on resources. Political attempts to overcome some of these questions have resulted in the establishment of a relatively very small number of Gesamtschulen in some Länder. How much political will is there to carry through the introduction of Gesamtschulen?

106 The Berufsschule, in spite of the legal requirement for part-time attendance up to the age of eighteen, has a difficult role to play. It is examined critically within the schools system in relation to the Gymnasium and by industry on the other hand which stands strictly by its monopoly of on-the-job training. What is the political assessment of the contribution of the Berufsschule?

107 Some Länder are making the tenth school year compulsory. It is not clear whether the unwillingness of some Länder to take a positive step in this direction is due to educational or financial considerations.

108 The visiting party was informed that there are approximately one million immigrant children up to the age of sixteen. Are the Länder sufficiently committed to provide schools with the necessary resources and expertise to deal with these numbers of young people with their cultural and linguistic differences?

109 The schools systems give an impression of co-ordination in the way in which they deal with the more able child but there is a considerable diversity of provision for the remainder who are the majority of young people who take up training places. There are examples of close working relationships in some

Länder between the education authorities and both sides of industry. Is there adequate consultation and the necessary power base to ensure that the education service can achieve a satisfactory working relationship with its partner in the dual system?

TRAINING

110 The national, legal and organisational framework of the training system has led to a working partnership between employer and employee which is based on long traditions of training. Industry and business seem to accept their own investment in training as essential to prosperity. Is this tradition one which would be maintained even in times of economic depression?

111 There is broad acceptance that training is worthwhile in itself for the personal and social development of a young person. But how will this continue to be reconciled to the concern that the number of training places in particular occupations does not correspond to the number of likely openings for employment?

112 Should not a higher priority be given to the groupings of occupations into a much smaller number of categories in order to take greater advantage of the lack of demarcation by the unions and to foster greater flexibility of skilled employment?

113 Although some evidence can be found of more women entering occupations traditionally undertaken by men, the legal provisions for grants to firms employing women and for giving a female name to some occupations do not seem to have produced significant changes. Are traditional attitudes too deeply embedded in the system to achieve equal opportunities?

114 It appears that large numbers of immigrants are employed in unskilled jobs in industry. Is political pressure going to be applied to employers and trades unions to ensure that immigrants are given genuine encouragement to train?

115 The Industrie -und Handelskammertag and the Handwerskammertag are responsible for the creation and certification of training places amongst their members. They are also responsible for the maintenance of training standards but is there not a danger of falling standards in a system which relies so strongly on internal validation?

116 The legal powers of the Bundesinstitut für Berufsbilding are accepted but it is regarded as slow to react to change, perhaps due to its political control. Is it acceptable that such a body should be regarded as not keeping pace with technological change?

VOCATIONAL GUIDANCE AND COUNSELLING

117 The present peak in the number of young people leaving full-time education has placed great pressure on the Bundesinstitut für Arbeit - BFA. The visiting party was informed that additional staffing and other resources had not been made available to deal with the additional work. To what extent are the resultant strains affecting the quality of the service provided?

118 The KMK wish to see educational counselling established in schools and to see closer links with vocational counselling but it is not clear how widely this policy is understood or implemented in the Länder.

a. How is the BFA supporting through its officers the declared policy to provide equal opportunities?

b. Is the BFA directed to give sufficient priority to the placement in training and employment of the disadvantaged and immigrants?

c. In some schools there is evidence of teachers concerned with Arbeitslehre becoming interested in vocational counselling even though it is acknowledged that the Landesarbeitsamt alone has the responsibility for vocational counselling and placement in employment. Is the BFA opposed to such a development and is that an unwelcome extension from Arbeitslehre?

VII RECOMMENDATIONS FOR CONSIDERATION IN THE UK

119 We have identified the following key elements in the success of the West German vocational guidance and training systems:

a. the clear political commitment at all levels to the co-ordination and provision of education and training;

b. the close co-ordination of all employers at both national and local level through representative organisations which have responsibility for and commitment to training;

c. the close co-operation between both sides of industry and education authorities and the degree of consensus reached;

d. the threat of a training levy to enforce clearly agreed objectives;

e. the well established process of vocational preparation which begins within secondary schooling and continues until entry into adult working life.

120 Some of the differences described above may be described as deriving from different attitudes, other differences derive from structural features within FRG that are quite simply hard to recreate in the UK. The visiting party would like to urge a change of attitudes so that systematic and thorough vocational orientation, counselling and guidance becomes, in the UK, more highly valued than it is now. *In addition, in the light of their experiences in the Federal Republic of Germany, the visiting party suggests that active consideration be given by the appropriate authorities in the United Kingdom to the following administrative or legislative developments, drawing on experience from the Federal Republic where this is relevant:*

a. the Government should establish a national body to bring together employers, unions, educational administrators and teachers to establish national training aims and objectives and proposals for their implementation;

b. a similar and supportive body should be established in each local education authority area with responsibility for implementation at local level;

c. these bodies should examine the 14-19 age group as a whole with a view to co-ordinating vocational education and training;

d. further study needs to be given to the Arbeitslehre programmes and that teachers and others involved in vocational preparation and guidance should be encouraged to undertake exchange programmes with the Federal Republic in order to learn from its experience;

e. an examination should be undertaken of measures needed to encourage more people with industrial experience into relevant, initial teacher-training. Consideration should also be given to the appropriate in-service training measures and release for teachers to gain industrial experience;

f. attention needs to be given to improving the provision of vocational guidance and counselling and, in particular, the training of careers teachers and careers officers to this end;

g. the Government should undertake to finance pilot projects in vocational orientation within the statutory age range;

h. once the training aims and objectives have been established the Government should declare its intention to seek legislative powers should voluntary measures prove inadequate.

APPENDIX A : EDUCATION IN THE FEDERAL REPUBLIC OF GERMANY

A1 The Federal Republic of Germany comprises the 11 Länder (States) and under the basic constitutional law of 1949 they are responsible for all educational matters. At that stage of the establishment of the Federal Republic there was a distrust of strong central government and a determination to establish the Länder as autonomous in these matters. Some co-ordination is nevertheless needed since for example the Basic Law guarantees the freedom of movement, the freedom to choose one's place of work, and one's place of education. Therefore the Länder must co-operate to ensure that the structures, institutions, curricula and leaving certificates are broadly comparable.

A2 The chief organ for co-ordination has been the Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland (Standing Conference of the Education Ministers of the Länder of the Federal Republic of Germany) usually known as the Kultusministerkonferenz or the KMK. This was established shortly before the Federal Republic and has made several hundred agreements, being particularly active in the period 1954 to 1964 when much standardisation was achieved. Success here is in part due to the fact that within each Land a tight central control exists.

A3 This has in effect standardised the first (or compulsory) stage of secondary education into three main types of school in which the first two years are an orientation stage with syllabuses common to all types of school so children can be easily transferred if their original placement proves unsuitable.

a. Hauptschule (Secondary Modern or Main School) attended by half the age group, and offering classes up to Grade 9 (15 years). The leaving certificate indicating a satisfactory completion of the school work is called the Hauptschulabschluß, giving entry to a variety of trade training and some full-time courses in the second stage secondary education.

b. Realschule (Technical Grammar) attended by a quarter of the age group, and offering classes up to Grade 10 (16 years). Students can then take the Mittlere Reife (Intermediate Certificate) which is an entry qualification to full-time FE (Fachoberschule). Alternatively, students may leave full-time schooling and take up employment, usually with on-the-job training and with compulsory day-release.

c. Gymnasium (Grammar School) attended by a quarter of the age group, and offering full-time academic courses up to Grade 13 (19 years), preparing students for entry to higher education. Pupils at the end of the course take the Abitur examination which gives access to University and Higher Education. Pupils who leave at the end of the tenth grade with satisfactory performance are regarded as having a Realschulabschluß or Mittlere Reife.

A4 Through the KMK an agreement has been reached that all Länder shall experiment with the Gesamtschule (comprehensive school). Full integration is difficult because the leaving certificate for the traditional three types still dominates employers' minds. Some Länder are more enthusiastic about this provision than others. The exact proportion of entry to each type of school varies from Land to Land.

A5 At the end of compulsory schooling about 60% of the young people leave and take up a vocational training contract. The traditional (and basic) system of vocational education and training in the Federal Republic of Germany is known as The Dual System. Under this system a young person on a training contract or apprenticeship receives appropriate vocational training in the firm with which the contract is made and also, by Law, has to attend a vocational school for one day a week where an appropriate vocational education is provided. This system is in essence well established and is generally highly regarded. Maintaining co-ordination in the system is not easy.

A6 Currently the detailed arrangements and legal authority of the Vocational Training half of the Dual System derive from two main Federal Acts:

a. Berufsbildungsgesetz - 1969 (Vocational Education Act)

b. Berufsbildungsförderungsgesetz - 1981 (Vocational Education Development Act)

The object of initial training is defined in the 1969 Act as follows:

"to provide through a systematic training programme a broadly conceived basic preparation for an occupation and the necessary technical abilities and knowledge to engage in a skilled form of occupational activity. Initial training shall also enable a trainee to acquire the necessary occupational experience."

A7 Under the Berufsbildungsgesetz (see A6a) the basic position is as follows:

a. All training contracts must be registered as being for one of the 460 or so occupations defined and established by the Bund.

b. The training contract must be registered with the Chamber with which the employer is registered (all businesses must be so registered) and supervised by that Chamber which will conduct the terminal examination and test for the award of skilled status.

c. The training and testing will be within and to curriculum and standards established in the Ausbildungsordnungen (Training Regulations) issued by the Bund.

d. All workers on training contracts are guaranteed day-release (or block-release) for the length of the contract (under Länder law, derived from KMK agreements, all workers under 18 - with or without training contracts - are required to attend Berufsschule on day-release.

e. All training must be supervised by appropriately qualified personnel. These may be appropriate higher education graduates but are usually qualified Meister (Master Craftsman). The training may also be supervised by holders of the Pedagogical Aptitude Certificate.

f. The length of training is laid down in the regulations but can be varied by agreement if, for example, the apprentice has undertaken appropriate full-time studies at a specialist school.

A8 By long tradition the Ausbildungsordnungen are issued by the Bundesministerium für Wirtschaft - BMW - (Federal Ministry for Economic Affairs but in practice since the establishment of a Bundesministerium für Bildung und Wissenschaft - BMBW - (Federal Ministry of Education and Science) in 1969, the detailing of these is supervised mainly the BMBW. In practice the bulk of the work is carried out by the Bundesinstitut für Berufsbildung - BIBB - (Federal Institute for Vocational Training), a large research and development institute largely responsible to and established by BMBW but having a measure of independence. BIBB also conduct basic research, statistical monitoring and develop teaching and training materials and equipment.

A9 The Länder co-operate to provide appropriate vocational education and through the KMK issue Rahmenlehrpläne, appropriate syllabuses in an outline form thus providing a comparability of education between Länder. Most Länder have a process of further detailing this syllabus and providing advice and teaching materials to the Berufsschule. In more recent years KMK and the Bund have agreed a process for the co-ordination of a simultaneous revision of the Ausbildungsordnungen and Rahmenlehrpläne (this is described in Item 1 of the bibliography contained in Appendix G). This further improves the process of co-ordination.

A10 While it is always difficult to establish precise comparability between standards in different trades or subjects, it is still clear that many Ausbildungsordnungen (and Rahmenlehrpläne) are

not of comparable levels of difficulty or achievement when compared to *'skilled trades'* in the United Kingdom - UK. Most require a three year period of apprenticeship, some two and a half, some four. Some regulations in the older minority trades were last revised forty years ago, but the *'big forty'* that encompass 80% of all apprentices are recent. In total the system provides a powerful and systematic training.

A11 Industry and the KMK have agreed to experiment with a new Berufsgrundbildungsjahr (Vocational Education Foundation Year). This is to provide a first year of apprenticeship (or equivalent) in which the education received is broad-based and related to one of thirteen Berufsfelder (Vocational Fields) rather than one of the 460 defined trades. The objectives are that the student will be able to:

a. identify, understand and evaluate the general relationships between work, the economy and society and their own position in working life and society;

b. make a more informed decision on career choice;

c. be occupationally mobile;

d. be equipped to meet the specific demands of vocational training.

The experiment exists in co-operative form with industry releasing students to general education, and in full-time form in Berufsschule.

A12 The aggregate provision for young people then can be expressed as follows:

14% in full-time general education aiming for higher education

14% in full-time vocational courses aiming for job entry at technician level, or late apprenticeship

65% encompassed in the Dual System

3% employed as (unskilled) young workers

4% unemployed with access to a variety of extensive one-year provisions

A13 The above implies a high level of general society commitment to and respect for training. The monetary and social status of the skilled worker in FRG is high, and this is often seen within FRG as well as the UK as a key to the success of the West German economy. It should be added that the further status of Meister (Master Craftsman) may also be regarded as crucial to the status of skilled worker. This higher status is achieved by further study after experience as a craftsman and grants are available from the Bundesanstalt für Arbeit - BFA - (Federal Labour Office) to support these studies. In law one must be a Meister to register and practise certain trades, to be an employer, to take on or supervise apprentices. Many large firms also make this a normal qualification for

supervision in work places. Furthermore, skilled status gives access to further training for the qualification of Techniker (Technician).

POLITICAL ASPECTS

A14 The Industrie- und Handelskammern are organised into regional, Länder and Federal level organisations for the purpose of influencing matters of interest to them. This also applies to the Handwerkskammern. This provides a regional basis of influence. Organisations in Industrie may voluntarily join both *'industrial'* organisations for *'sector interests'* and employers organisations for collective bargaining. Local, regional and Federal level organisations exist. Meister in the Handwerk trades may join trade specific Innungen (Guilds); again, local, regional and Federal level organisations exist.

A15 At the Federal level, the Kuratorium der Deutschen Wirtschaft für Berufsbildung (Kuratorium of German Industry for Training) has been established to co-ordinate opinion on training from the large number of Federal organisations that have come to exist.

A16 In total the range of cultural, scoial, economic and political support for recognised skill and training in FRG is massive. It would be difficult to transfer to the UK.

THE SUPPLY OF TRAINING PLACES

A17 Perhaps the most remarkable aspect of the current West German industrial scene is the scale and manner of training provision. Not all firms train and the availability of training places tends to be less good in rural areas. The supply does not readily match the demand in each occupation. However, a massive increase in the number of places has been achieved in order to match a substantial increase in the number of school-leavers in recent years.

A18 The training provision is overseen by the Berufsinstitut für Berufsbildung - BIBB. The BIBB's concern a decade ago about rising numbers of school leavers gave rise to the Act of 1976 (see A6b above) which authorised a quarter per cent wage bill levy upon employers which would be disbursed in grants to cover the cost of additional training places thereby created.

A19 This levy-grant system has never been introduced. The reasons for this are important to an understanding of the differences between the West German and British training traditions. There seems to be a traditional commitment to and pride in the transmission of knowledge and skills, together with a recognition of the social and personal value of training for a young person. The process of journeymen qualifying as Meister and the large number of Meister engaged in training and in the examinations process reflects this. Consequently, West German industry's willingness to train young people seems

to be far less closely related to its immediate manpower needs than is our own. The future need for trained manpower in West Germany, therefore, seems far more likely to be satisfied than in Britain.

A20 The reaction to the levy-grant law in West Germany in 1976 was quite different from the British reaction to its own Industrial Training Act of 1964. The Industrie und Handelskammertag and the Handwerkskammertag quickly reacted by persuading member firms to create more training places. Their response was such that no fewer than 400,000 additional places were created between 1976 and 1980. Although this did not quite meet the target set by BIBB it clearly demonstrated industry's unwillingness to be shackled by a levy-grant system and, more importantly, its self-regulated capacity to meet its own training obligations.

A21 The shortfall in training places is viewed by the Deutscher Gewerkschaftsbund - DGB - in terms of an increasing number of school-leavers entering the Berufsvorbereitungsjahr which is a one-year full-time preparatory course. Were sufficient training places available, DGB argues, many of these young people would not need to enter such courses. There was also dissatisfaction expressed at the lack of any remission afforded by such courses in subsequent in-company training.

A22 There seemed, however, to be significantly more common ground between the chambers and the DGB on the subject of training generally than is apparent in Britain. Partly because of the pride referred to earlier the tendency for West German industry to de-skill its traditional occupational areas is far less pronounced. The West German trades unions have succeeded in combining the best traditions of craft unionism with the rational structure of industrial unions. Training is therefore not linked to union survival or other emotive issues and consequently trades unions in West Germany can give positive support to training and can view evolutionary change in this area free from threats to their identity and existence.

FURTHER EDUCATION

A23 As indicated above, trainees attend a Berufsschule for one day, or occasionally, two days, each week. Whether the notion of integrated training is thus understood in principle is difficult to determine. Clearly enough, education is the responsibility of the Berufsschule and training is that of the firm. However, both theoretical and related practical work are undertaken in the Berufsschule along with additional education, including social and religious studies; and theoretical studies are also undertaken in the training workshops of firms.

A24 The fact that theoretical work was undertaken in firms is sometimes presented as an indication of inadequacy on the part of the Berufsschule. It was described to the group by

some employers that it is 'as a matter of routine' that they supplement the theoretical work being done in the Berufsschule as well as providing the practical work in the training workshop.

A25 In the training workshops of the firms visited training and education were confined in their application to the more immediate skills required in relation to the industrial and commercial process. Such training and education did not seem to extend to authority relationships, inter-personal skills, trade union responsibilities, health and safety requirements, the nature of the contract including the rights of young people. This does not necessarily imply that there was no understanding of such matters but rather that they were insufficiently important or necessary to warrant explicit teaching in the firm.

A26 The dual system is recognised by both education and industry, by both the Berufsschule and the industrial training workshops, as important. Its narrow focus solely on industrial process in the firm is not, it appears, a matter which was commented on by either partner.

A27 The quality of education and training seen by the visiting party was high and it was provided in well-appointed institutions and workshops. In addition, the potential for a more developed, integrated and sophisticated co-operation is possible because the basic structure in a critical partnership between education and industry exists. Whether the traditions of either education or industry will permit that development remains to be seen. There would appear to be no reason in principle why a more integrated approach, less narrowly focussed on the industrial process than at present, should not be attainable.

September 1983

APPENDIX B : CO-OPERATION BETWEEN SCHOOLS AND VOCATIONAL GUIDANCE SERVICES

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VOCATIONAL GUIDANCE

In the Federal Republic of Germany vocational guidance, as laid down in the Promotion of Employment Law dated 25th June 1969, is regarded as an independent public service provided exclusively by the *Federal Labour Office* and its branches.

Vocational guidance helps to enable young people to exercise their basic rights as regards the free development of their personalities and their freedom of choice in respect of vocation, training establishment and place of work.

Because of the continuous changes in the spheres of employment and vocation and the innovations in education and training, the individual requires a wide range of information and orientation facilities in order to support his endeavours to obtain as good a training and subsequent employment as possible.

As part of their *vocational information service*, the vocational guidance sections at the various branches of the Federal Labour Office prepare young people for the decisions they have to make regarding their choice of training and career; they also keep the public informed about vocational requirements and prospects, about ways and means of encouraging vocational training and about labour market developments which are of importance as regards employment.

By means of *individual vocational guidance* the vocational advisers in the various employment exchanges seek to provide young people with information, advice and alternative suggestions for the planning of their careers. In doing so they take into account the individual's wishes and personal abilities, his social background and the practical prospects offered by the labour market for the fulfilment of his aims. They also give advice on matters affecting school education insofar as these affect vocational development.

The facilities offered by the vocational guidance service - placement in industrial *training establishments* which are impeccable from the professional, health and educational points of view and the notification of *training opportunities in vocational schools* - are intended to put into practice career decisions already taken. This includes the *encouragement of vocational training* by the provision of training grants and the implementation of career - preparatory measures in respect of young people who have not yet reached the stage of deciding on a vocation.

Vocational guidance functions on the basic principles that it is impartial, free of charge and available to be taken or not as the individual wishes. It relies in its work on the co-operation of the labour exchanges' psychological and medical services and on the findings of the Federal Labour Office's Institute for Labour Market and Vocational Research.

CO-OPERATION BETWEEN SCHOOLS AND VOCATIONAL GUIDANCE SERVICE

In order to ensure that young people are as well prepared as possible when selecting their vocation and training, the vocational guidance service - as laid down in its statutory terms of reference - co-operates in a wide variety of ways with all general and vocational educational establishments, in particular with schools and higher education institutions.

Preparation for the choice of career, Arbeitslehre and educational guidance - these are all current problems which require co-ordinated co-operation between schools and the vocational guidance services and an appropriate demarcation of duties to ensure that they are properly carried out. Whereas schools lead to the world of work, trade and industry in general, the vocational guidance services, thanks to the facilities they provide for preparation in the choice of career, the dissemination of information and individual vocational guidance, offer special help in the taking of all decisions which may have immediate or later consequences for the individual's career development. In this respect the vocational guidance services rely on the already existing co-operation with schools.

On 5th February 1971, in order to encourage these joint efforts, an *outline agreement on co-operation between schools and vocational guidance services*, reached in conjunction with the Federal Labour Office, was approved by the Education Ministers' Conference - KMK - . The arrangements made with the Federal Labour Office in order to implement this agreement ensure - by means of a Permanent Liaison Committee comprising representatives of the Education Ministers' Conference and the Federal Labour Office - a continuous flow of information, close professional co-ordination and mutual assistance between schools and vocational guidance services.

AGREEMENT BETWEEN THE FEDERAL LABOUR OFFICE AND THE STANDING CONFERENCE OF THE EDUCATION MINISTERS OF THE LÄNDER IN THE FEDERAL REPUBLIC OF GERMANY ON CO-OPERATION BETWEEN SCHOOLS AND VOCATIONAL GUIDANCE SERVICES

The Federal Labour Office and the Permanent Conference of Regional Education Ministers jointly declare that:

1. the outline agreement approved on 5th February 1971 by the Standing Conference of Education Ministers of the Länder on co-operation between schools and vocational guidance services was reached by mutual consent;
2. the Education Ministers of the Länder and the Federal Labour Office will take the necessary steps to implement the agreement;
3. a Permanent Liaison Committee comprising representatives of the Federal Labour Office and the Education Ministers' Conference will be formed to encourage co-operation on the basis of this agreement.

Mainz, 12th February 1971.

For the Standing Conference of Education Ministers of the Länder in the Federal Republic of Germany.

Signed - Bernhard Vogel, President of the Conference of Education Ministers.

For the Federal Labour Office.

Signed - Gerhard Assman, Chairman of the Board of Management.

Signed - Josef Stingl, President.

OUTLINE AGREEMENT ON CO-OPERATION BETWEEN SCHOOLS AND VOCATIONAL GUIDANCE SERVICES

Resolution passed by the Education Ministers' Conference on 5th February 1971.

The following agreement has been reached between the Education Ministers of the Länder and the Federal Labour Office on co-operation between schools and vocational guidance services:

A. Basic Principles

The educational administrative bodies and the branches of the Federal Labour Office will keep each other informed on matters of mutual interest. They will aim at co-ordination in these

fields. They will come to an arrangement on the practical implementation of this agreement at various administrative levels whilst making due allowance for regional circumstances. This will include the exchange of relevant decrees and announcements.

B. Duties of the Vocational Guidance Services in Connection With Co-Operation With Schools

1. The vocational guidance services will, as part of the vocational information they provide, prepare pupils by assisting them in considering the various possibilities prior to choosing a career and taking the final individual decision. The parents will also be briefed on matters affecting the choice of career.

   The vocational guidance services will provide information on the current state and future development of the labour market based on the findings of labour market, vocational and vocational training research. They will also supply information on appropriate training and study courses and provide an insight into various career areas and structures together with the requirements and promotion prospects in these fields.

2. In their career-preparatory measures the vocational guidance services will supplement the introduction to the world of work, trade and industry already provided in schools.

3. The vocational guidance services will provide schools with information on careers, vocational training and courses in higher education, together with appropriate teaching and visual aids based on the findings of labour market and vocational research. School representatives should co-operate in an advisory capacity in the production of teaching and visual aids.

4. The vocational guidance authorities will maintain contact with the schools in their areas for purposes of co-ordination and the exchange of experience.

C. Duties of the Schools in Connection With Co-Operation With The Vocational Guidance Services

1. Schools will impart a basic knowledge of the world of work, trade and industry. The incorporation of the social aspects of this world in the teaching will provide the basis for a critical attitude to work.

2. Schools will encourage pupils and their parents to attend sessions on careers information held by the vocational guidance services and to take advantage of the individual guidance facilities.

3. Individual vocational guidance and placements in vocational training establishments and places of work do not form part of the schools' duties.

4. Schools will make it possible for the vocational guidance services to hold group discussions and individual careers advisory sessions. This also includes individual aptitude tests, which are not normally held on school premises.

5. Schools will, with the consent of the parents, provide the vocational guidance services with documents relating to pupils who wish to avail themselves of the careers advisory facilities. These documents, by containing details of the pupils' development, progress and interests, will provide information which is of importance in the choice of a career.

D. Common Duties and Aims

1. Schools and vocational guidance services will co-operate in the provision of educational guidance at every stage where transfer is possible either to other types of schools or to a vocation.

2. Schools and vocational guidance services will co-operate in the implementation of vocational information measures. This applies in particular to discussions with groups of pupils, parents' meetings, vocational and educational talks and visits, the preparation of career information and for career-orientated traineeships and to exhibitions and other events providing vocational information.

3. New forms of co-operation between schools and vocational guidance services can be tried out in experimental schools and by pilot schemes in schools.

4. School authorities and the vocational guidance services will collaborate jointly in the training and further professional training of teachers and careers advisers for their duties in connection with vocational orientation. Due consideration will be given in this to the findings of labour market and vocational research.

5. Schools should appoint specific teachers to liaise with the vocational guidance services.

6. School authorities and the vocational guidance services will encourage the co-operation of all persons and departments concerned with the preparation of pupils for transition to the vocational and working world (e.g. teachers, parents, school advisers, careers advisers, school doctors and psychologists, educational advisers and vocational trainers).

7. The school administrative authorities and the Federal Labour Office will collaborate in the production and provision of the information and documentation necessary for all vocational guidance tasks.

APPENDIX C : NOTES

1 This institute has a wide range of functions in manpower, vocational guidance, unemployment insurance, family allowances. Its head office is in Nürnberg, it has nine regional offices, 146 local offices and 501 branch offices.

2 No exact equivalent of institutions or activities between FRG and UK exists. Therefore this report usually uses the German term. On the first occasion of such a use an approximate translation is given, thereafter a translation is not used. A glossary is provided in Appendix D.

3 Young people in employment, but without a formal training contract are usually referred to in FRG as Jungarbeiter (Young Workers).

4 The Kuratorium der Deutschen Wirtschaft für Berufsbildung (Kuratorium of German Industry for Training) has been established to co-ordinate opinion on training from the large number of employers' organisations that have come to exist at Federal level.

5 See also Appendix A, paragraphs A3 and A4.

6 Full discussions of the variations between Länder, and extra material is in:

Russell, R. *Learning About the World of Work in the FRG* Studies in Vocational Education and Training in the FRG, Number Seven, 1982, Coombe Lodge Publications, Blagdon. ISSN : 0261 6858, ISBN : 0-907659-13-6.

7 Extra material on the Baden-Württemberg scheme is contained in the publication referred to in Note 6.

8 The Meister status in the Federal Republic of Germany has a specific recognition, training and examination. Only after successful completion of craftsman examinations, and work experience can a person then enter the Meister training. Only qualified Meister may practise certain trades or be employers, or take or supervise apprentices. The Meister training includes some basic pedagogic or teacher training. See also: Flower, F. and Russell, R. *The Industrial Tutor in the FRG*, Studies in Vocational Education and Training in the FRG, Number Four, 1982, Coombe Lodge Publications, Blagdon. ISSN 0261 6858, ISBN 0-907659-08-X.

9 The system of special school provision has expanded in FRG considerably in the last decade. There is now a debate in the system concerning the dangers of separate provision and that an expanded system can be used as a sort of dumping ground for difficult but able children. This is made clear in some of the works of Laszlo and Kloas of the BIBB. (See paragraphs 81-84; Item 17 of the bibliography in Appendix G; and Number Six in this series of reports)

10 See Item 15 in the bibliography contained in Appendix G to this report.

11 This programme, referred to here in 1981, is now being vigorously pursued and is well under way to completion (Editor : 10/9/83).

12 It tends to be an assumption in FRG now that all school leavers are seeking apprenticeship. It is regretted that some are not, or are not prepared for training for a variety of reasons. Nevertheless the scale of provision in FRG is very large indeed. Vocational counselling and guidance must be seen in the context of high employment. The figures reported in the main text were then (1981) accurate. The current figures are:

New Apprenticeships in FRG

	Applications Made	Places Offered	Contracts Signed	Places Not Filled	Applicants Not In Apprenticeship
May/Oct 1982	667,000	651,000	631,000	20,000	36,000
May/Oct 1983	655,000?	685,000?	?	?	?

Source: Embassy of FRG, London, Labour & Social Affairs Report, 3/83

13 Now that Greece has joined, and the arrangements been finalised, with the current recession this now seems unlikely in the near future. (Editor: 10/9/83)

14 For a detailed description of the problems as perceived by the Federal Government and the special measures undertaken, see 'The Situation of Women in Technical and Vocational Education', evidence to the UNESCO Congress, 9-12 June 1980, BMBW.

15 This feeling is reflected in other reports in this series. See in particular Number Six in this series and Section V of Number One in this series of reports.

16 This must be stressed as a widely shared commitment of all political parties, employers organisations, trade unions and parents. See also Appendix A, paragraphs A11 to A15.

September 1983

APPENDIX D : GLOSSARY OF TERMS AND ABBREVIATIONS

ABGANGSZEUGNIS : Non-qualifying leaving certificate.

ABSCHLUSS : Qualifying-leaving certificate (from a Hauptschule)

ARBEITSAMT : Labour Office (branch or local office of the Bundesanstalt für Arbeit)

ARBEITSLEHRE : Learning about the world of work.

ARBEIT WIRTSCHAFT TECHNIK : Work, Economic Affairs and Technology

AUSBILDUNGSORDNUNGEN : Training Regulations (issued by the Federal Authorities)

BADEN-WÜRTTEMBERG : A Land of the Federal Republic

BERLIN : A Land of the Federal Republic

BERUFSBERATUNG : Vocational Counselling

BERUFSBILDUNGSGESETZ : Vocational Training Act

BERUFSFACHSCHULE : Full-Time Vocational School (usually providing two-year courses for 15-19 year olds)

BERUFSFELDER : Vocational 'fields', groups of trades

BERUFSGRUNDBILDUNGSJAHR : Basic Vocational Year

BERUFSINFORMATIONSZENTRUM : Vocational Information Centres

BERUFSORIENTERUNG : Vocational Orientation

BERUFSSCHULE : Vocational College (part-time)

BERUFSVORBEREITUNGSJAHR : Preparatory vocational training year

BUND : Federal Authorities, Central Government

BUNDESANSTALT FÜR ARBEIT : Federal Labour Office

BUNDESINSTITUT FÜR BERUFSBILDUNG : Federal Institute for Vocational Education

BUNDESMINISTERIUM FÜR BILDUNG UND WISSENSCHAFT : Federal Ministry of Education and Science

BUNDESMINISTERIUM FÜR WIRTSCHAFT : Federal Ministry of Economic Affairs

BUNDESVERBAND DER DEUTSCHEN INDUSTRIE : Federation of German Industry

CHRISTLICHES JUGENDDORF : Christian Youth Village (Movement)

DEUTSCHER GEWERKSCHAFTSBUND : German Federation of Trade Unions

DÜSSELDORF : Capital of Nordrhein-Westfalen

FACHOBERSCHULE : Vocational College (full-time)

GASTARBEITER : Immigrant worker

GESETZ : Act (of Parliament)

GESAMTSCHULE : Comprehensive School

GEWERBEFÖRDERUNGSANSTALT : Trades Development Institute (of the Handwerkskammer of Düsseldorf)

GYMNASIUM : Grammar School

HANDWERKSKAMMER : Chamber of Crafts

HAUPTSCHULE : Main School, Secondary Modern

HAUPTSCHULABSCHLUSSZEUGNIS : Hauptschule Leaving Certificate

INDUSTRIE- UND HANDELSKAMMER : Chamber of Industry & Commerce

JUNGARBEITER : Young worker (without a training or apprenticeship certificate)

KULTUSMINISTERKONFERENZ : Standing Conference of the Education Ministers of the Länder

KURATORIUM DER DEUTSCHEN WIRTSCHAFT : Kuratorium for German Economy - An Employers' Organisation

LAND, LÄNDER : Component State(s) of the Federal Republic

LANDESTELLE FÜR ERZIEHUNG UND UNTERRICHT : Stuttgart Office for Education and Curriculum Development in Baden-Württemberg

LERNBEHINDERTE : Slow (or Handicapped) Learners

MEISTER : Master (Craftsman)

MITTLERE REIFE : Intermediate certificate, equivalent to 'O' levels

NORDRHEIN-WESTFALEN : A Land of the Federal Republic

RAHMENLEHRPLAN : Outline Curriculum

REALSCHULE : Technical School

SONDERSCHULE : Special School

STÄNDIGE KONFERENZ DER KULTUSMINISTER DER LÄNDER : Standing Conference of Education Ministers of the Länder

STUTTGART : Capital of Baden-Württemberg

TECHNIKER : Technicians

ABC	A Basis for Choice : Document published by the FEU	UK
AWT	Arbeit Wirtschaft Technik	FRG
BASF	Chemical Firm in Germany : Head Office in Ludwigshafen	FRG/UK
BFA	Bundesanstalt für Arbeit	FRG
BGJ	Berufsgrundbildungsjahr	FRG
BIBB	Bundesinstitut für Berufsbildung	FRG
BMBW	Bundesministerium für Bildung und Wissenschaft	FRG
BVJ	Berufsvorbereitungsjahr	FRG
CBI	Confederation of British Industry	UK
CEDEFOP	European Centre for the Development of Vocational Education (Acronym based on French)	FRG/UK
DET	Department of Education and Training (Note: a proposal made in this report)	UK
DGB	Deutscher Gewerkschaftbund	FRG
EC	European Community (i.e. countries signatory to the Treaty of Rome)	UK
EEC	European Economic Community (i.e. countries signatory to the Treaty of Rome)	UK
FE	Further Education	UK

FRG	Federal Republic of Germany	UK
KMK	Kultusministerkonferenz	FRG
LEU	Landestelle für Erziehung und Unterricht, Stuttgart	FRG
MSC	Manpower Services Commission	UK
TU	Trade Union	UK
TUC	Trades Union Congress	UK
UK	United Kingdom	UK
UVP	Unified Vocational Preparation : an experimental course sponsored by MSC and DES	UK
WEEP	Work Experience on Employers' Premises - a type of YOP	UK
YMCA	Young Mens' Christian Association	UK
YOP	Youth Opportunities Programme : a general term for a variety of special measures taken by MSC to provide for the young unemployed	UK

APPENDIX E : NAMES OF PARTY, PROCESS OF WRITING

The list of people on the visiting party was drawn up by the Further Education Staff College after seeking nominations and approved by the Department of Education and Science. The names of the visiting party are given below. Before leaving the United Kingdom - UK - for the Federal Republic of Germany - FRG - the party was supplied with briefing material in English and German and met for further briefing. During the visit the group met several times and determined an outline structure to the report, a division of labour in drafting the main sections and the main orientation of the report. On return to the UK the party met at the Further Education Staff College (Coombe Lodge) and jointly worked on the written material. It has been since edited into this form by Dominic Clarke and Russ Russell, and put back to the members of the party before finalising.

At the same time another visiting party was investigating measures to provide for youth unemployment and many of the visits were joint visits. Also the party was accompanied for much of the time by the Chairman of the Further Education Unit. The visiting party that wrote this report would like to gratefully acknowledge the learning which took place in the formal and informal interchanges. The views contained in this report do not necessarily represent the views of the institutions represented or organising the work.

List of names of visiting party	Nominated by
TED ATTEWELL Head of Upper School & Careers Department, Devonport High School for Boys.	National Association of Careers & Guidance Teachers
FELIX BIHLMEIER Principal Lecturer in German, Bristol Polytechnic.	Group Interpreter
DOMINIC CLARKE Principal Careers Officer, Careers Centre, Wolverhampton.	Wolverhampton Metropolitan Borough Council Education Department & Society of Education Officers
DON GREGORY Director of Guidance, Sheldon School, Chippenham.	National Association of Careers & Guidance Teachers

List of names of visiting party	Nominated by
JACK LEACH Deputy Chief Education Officer, Stafford.	Society of Education Officers
JIM McARTHUR Head of Department of Social & Community Studies, Kingsway-Princeton College, London.	National Association of Teachers in Further and Higher Education
JOHN PEARMAN Field Officer, National Institute for Careers Education and Counselling.	National Institute for Careers Education and Counselling
JOHN D. PERRY Teacher, English Martyrs School, Leicester.	National Union of Teachers
TERRY ROBINS Director - Qualifications, Institution of Mechanical Engineers.	Institution of Mechanical Engineers
RUSS RUSSELL Staff Tutor, Further Education Staff College, Coombe Lodge.	(Programme Co-Ordinator)

APPENDIX F : VISITS AND MEETINGS

AT FEDERAL LEVEL

Bundesministerium für Bildung und Wissenschaft
Bundesinstitut für Berufsbildung
Deutscher Gewerkschaftbund
Bundesverband der Deutschen Industrie
Bundesanstalt für Arbeit
Deutscher Industrie- und Handelstag
Kultusministerkonferenz
Deutscher Handwerkskammertag

OTHER VISITS AND MEETINGS

European Centre for Development of Vocational Education
Arbeitsamt, Berlin
Arbeitsamt, Ludwigshafen
Berufsinformationszentrum, Berlin
Berufsinformationsstelle, Ludwigshafen
Gewerbeförderungsanstalt der Handwerkskammer, Düsseldorf
Industrie und Handelskammer, Köln
Ausbildungszentrum, Alfred Schütte, Köln
Ausbildungszentrum, BASF, Ludwigshafen
Ausbildungszentrum, Mahle, Stuttgart
Schiller Schule, Berlin
Christliches Jugenddorf, Berlin
Max Eyth Schule, Stuttgart
Ministerium für Kultus und Sport, Baden-Württemberg
Landesstelle für Erziehung und Unterricht, Stuttgart
Lerchenrainschule, Stuttgart

Note: Not all institutions were visited by the whole party

APPENDIX G : FURTHER READING AND BIBLIOGRAPHY

INTRODUCTION TO THE EDUCATION SYSTEM IN THE FRG

The following items are descriptive accounts of the educational system in general.

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6 Russell, Russ. *The Organisation of Craft Activities in the Federal Republic of Germany.* (Information Bank Paper; 1725) Blagdon, The Further Education Staff College, 1982.

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A selection of references which represent a variety of interests in the field of vocational guidance.

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13 Deutscher Industrie- und Handelstag (DIHT). *The Dual System. Occupational Training System in the Federal Republic of Germany.* Bonn, DIHT, 1977.
Available from: DIHT, Adenauerallee 148, 5300 Bonn, Federal Republic of Germany.

14 Federal Employment Institute of the Federal Republic of Germany. *The Employment Office.* Bundesanstalt für Arbeit, Nürnberg.
Available from: Bundesanstalt für Arbeit, Hauptstelie, Regensburger Strasse 104, 8500 Nürnberg, Federal Republic of Germany.

15 Federal Employment Institute of the Federal Republic of Germany. *Vocational Counselling in the FRG.* Nürnberg, Bundesanstalt für Arbeit.
Available from above address.

16 Federal Institute for Vocational Training Research (ed.) *Vocational Training Research.* Berlin, Bundesinstitut für Berufsbildungsforschung.
Available from: BBF, Fehrbelliner Platz 3, 1000, Berlin 31, Federal Republic of Germany.

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18 Gerbaulet, Sabine. *Analyse und Reform. Berufsbildung in der Bundesrepublik Deutschland.* Berlin, Bundesinstitut für Berufsbildung (BIBB), 1978. (In German)

19 Laszlo, Alex., Kloas, Peter Werner. *Vocational Training Measures for Juveniles with Learning Impairments.* Berlin, BIBB, 1980.

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ISBN: 0-907659-16-0

10 Career Development Education in the Federal Republic of Germany (September 1983)

ISBN: 0-907659-17-9

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ISBN: 0-907659-18-7